

## Message Text

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INFO OCT-01 ISO-00 CIAE-00 DODE-00 PM-04 H-02 INR-07 L-03

NSAE-00 NSC-05 PA-01 PRS-01 SP-02 SS-15 USIA-06 AID-05

OES-03 EB-07 COME-00 TRSE-00 AGR-05 PC-01 ARAE-00

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P R 111200Z MAR 76

FM AMEMBASSY BRASILIA

TO SECSTATE WASHDC PRIORITY 4471

INFO AMCONSUL RIO DE JANEIRO

AMCONSUL SAO PAULO

C O N F I D E N T I A L SECTION 1 OF 3 BRASILIA 2153

RIO FOR GOECKERMANN

E.O. 11652: GDS

TAGS: SPOP BR

SUBJECT: IMPLICATIONS OF WORLDWIDE POPULATION GROWTH FOR UNITED STATES

SECURITY AND OVERSEAS INTERESTS

REF: 75 STATE 301427

SUMMARY: FORMAL GOB POLICY INCLUDES IDEA THAT STATE SHOULD PROVIDE INFORMATION AND MEANS FOR FAMILY PLANNING THAT MAY BE REQUESTED, BUT NOTHING HAS BEEN DONE TO IMPLEMENT THAT IDEA. THERE IS NO NATIONAL FAMILY-PLANNING PROGRAM, AND OPPOSITION TO FAMILY PLANNING, BASED VARIOUSLY ON RELIGIOUS, POLITICAL, ECONOMIC, AND MILITARY CONSIDERATIONS, IS STILL VIGOROUS IN GOVERNMENTAL AND INSTITUTIONAL CIRCLES. THE GOB HAS STATED PUBLICLY THAT IT "WILL NOT ACCEPT OUTSIDE INTERFERENCE OF AN OFFICIAL OR PRIVATE NATURE IN ITS DEMOGRAPHIC POLICY." ON THE OTHER HAND, GENERAL PUBLIC AND IMPORTANT PRESS ELEMENTS APPEAR INCREASINGLY IN FAVOR OF IT, PRINCIPALLY FOR ECONOMIC REASONS AND HAVING IN MIND THE UNLIKELIHOOD THAT BRAZIL

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WILL BE ABLE TO PROVIDE THE SERVICES FOR, AND MORE

GENERALLY TO MEET THE ECONOMIC AND SOCIAL REQUIREMENTS OF, A GREATLY EXPANDED POPULATION. THE ONLY FAMILY-PLANNING PROGRAM IS CARRIED OUT BY THE PRIVATE ORGANIZATION BEMFAM; ITS ACTIVITIES APPEAR TO BE RELATIVELY EFFICIENT AND COST-EFFECTIVE BUT LIMITED BY LACK OF FUNDS. BRAZIL'S HIGH RATE OF POPULATION GROWTH EXERTS SERIOUS NEGATIVE EFFECT ON ECONOMIC GROWTH AND ON SOCIO-ECONOMIC DEVELOPMENT, AND MIGRATION TO CITIES IS A PROBLEM. ENVIRONMENTAL IMPACT IS MORE MATTER OF SPECIFICS, SUCH AS URBAN CROWDING, THAN OF OVERALL EFFECT. BRAZIL'S RAPID POPULATION GROWTH HAS CONTRIBUTED TO ITS IMAGE AMONG ITS NEIGHBORS AS A POTENTIAL EXPANSIONIST POWER, AND HAS OBVIOUS IMPLICATIONS FOR THE POSSIBILITY OF RETURNING TO DEMOCRATIC RULE. EMBASSY RECOMMENDS DISCREET CONTINUED, AND IF POSSIBLE INCREASED, SUPPORT FOR BEMFAM THROUGH IPPF, ENCOURAGEMENT OF MULTILATERAL ASSISTANCE TO HEALTH DELIVERY INFRASTRUCTURE, AND ENCOURAGEMENT OF WORLD OR REGIONAL CONFERENCES TO SUPPORT BUCHAREST RECOMMENDATIONS. END SUMMARY.

1. THE GOB POSITION, AS STATED AT THE BUCHAREST CONFERENCE, IS AS FOLLOWS:

A. "BRAZILIAN DEMOGRAPHIC POLICY IS WITHIN THE SOVEREIGN DOMAIN OF THE GOB. THE GOVERNMENT WILL NOT ACCEPT OUTSIDE INTERFERENCE OF AN OFFICIAL OR PRIVATE NATURE IN ITS DEMOGRAPHIC POLICY."

B. "BIRTH CONTROL IS A DECISION OF THE FAMILY, WHICH IN THIS RESPECT SHOULD NOT SUFFER GOVERNMENTAL INTERFERENCE."

C. "THE CAPABILITY OF RECOURSE TO BIRTH CONTROL SHOULD NOT BE A PRIVILEGE OF WELL-OFF FAMILIES, AND THUS IT IS UP TO THE STATE TO PROVIDE THE INFORMATION AND MEANS THAT MAY BE REQUESTED BY FAMILIES OF LIMITED RESOURCES."

D. "THE GOVERNMENT WILL TAKE THE NECESSARY MEASURES TO DIMINISH MORTALITY IN THE COUNTRY, ESPECIALLY INFANT (MORTALITY), TO PROMOTE THE INTEGRATION OF THE SOCIAL GROUPS (WHICH ARE) STILL MARGINALIZED, TO EVEN OUT REGIONAL  
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GROWTH, TO INCORPORATE THE GREAT EMPTY SPACES OF THE COUNTRY IN THE ECONOMIC PROCESS, AND TO PROMOTE THE HARMONIOUS GROWTH OF THE URBAN AND RURAL SECTORS."

POINT C. OF THIS POSITION APPEARED TO REPRESENT A SIGNIFICANT BREAK WITH PREVIOUS POLICY, BUT AS NOTHING HAS BEEN DONE TO IMPLEMENT IT, IN EFFECT IT REMAINS SIMPLY A STATEMENT MADE AT BUCHAREST. THAT A DIFFERENT VIEW IS ALSO

HELD IN OFFICIAL CIRCLES IS EVIDENCED BY THE FOLLOWING  
EXCEPT FROM THE II NATIONAL DEVELOPMENT PLAN: "BRAZIL  
IS STILL POSITIONED AS AN UNDERPOPULATED COUNTRY...AS A  
SOVEREIGN COUNTRY IT FINDS IT HAS THE RIGHT...TO LET ITS  
POPULATION CONTINUE GROWING AT REASONABLE RATES, IN ORDER  
TO REALIE ITS POTENTIAL FOR DEVELOPMENT AND ECONOMIC  
MAGNITUDE."

2. IN FACT, OPPOSITION TO FAMILY PLANNING IS STILL  
VIGOROUS IN GOVERNMENTAL AND INSTITUTIONAL CIRCLES. SOME  
OF IT SPRINGS FROM RELIGIOUS CONVICTIONS, AND SOME (AMONG  
POLITICIANS) FROM RELUCTANCE TO MAKE AN ENEMY OF THE  
CATHOLIC CHURCH. ANOTHER ELEMENT IS CONTINUED ADHERENCE TO  
THE OLD IDEA THAT A MORE POPULATED BRAZIL WILL BE A STRONGER  
BRAZIL; THIS FACTOR HAS TWO COMPONENTS: ECONOMIC, INVOLVING  
A DESIRE FOR A LARGER WORK FORCE AND A LARGER DOMESTIC  
MARKET; AND MILITARY, INVOLVING THE NOTION THAT BRAZIL'S VAST  
UNDERPOPULATED AREAS OFFER A TEMPTATION TO POTENTIAL FOREIGN  
AGGRESSORS AND MUST THEREFORE BE FILLED WITH PEOPLE. AS IS  
DISCERNIBLE FROM THE STATED OFFICIAL POSITION, THERE ALSO  
EXISTS MARKED SENSITIVITY TO "OUTSIDE INTERFERENCE" IN  
BRAZIL'S POPULATION POLICY.

3. ON THE OTHER HAND, THE GENERAL PUBLIC AND IMPORTANT  
PRESS ELEMENTS APPEAR TO BE INCREASINGLY IN FAVOR OF FAMILY  
PLANNING. A RECENTLY PUBLISHED STUDY SHOWED A MAJORITY OF  
BRAZILIAN FAMILIES AS FAVORING FAMILY PLANNING, WITH ECONOMIC  
CONSIDERATIONS APPARENTLY THE PRINCIPAL REASON. SIMILARLY,  
THOSE SPEAKING OUT IN FAVOR OF THE ADOPTION OF A NATIONAL  
PROGRAM--OR AT LEAST IN OPPOSITION TO THE BARRIERS THERETO--  
HAVE PRESSED LESS ON THE QUESTION OF THE INDIVIDUAL'S  
RIGHT TO DECIDE THAN THEY HAVE ON THE UNLIKELIHOOD THAT  
BRAZIL WILL BE ABLE TO PROVIDE THE SERVICES FOR, AND MORE  
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GENERALLY TO MEET THE ECONOMIC AND SOCIAL REQUIREMENTS OF,  
A GREATLY EXPANDED POPULATION. RESPONDING TO THE ARGUMENT  
THAT BRAZIL MUST FILL UP ITS VAST OPEN SPACES, CRITICS OF  
CURRENT POLICY NOTE THAT THE PREPONDERANCE OF POPULATION  
GROWTH IS NOW OCCURRING IN THE CITIES, WHERE PRESSURE ON  
SOCIAL SERVICES IS ALREADY SEVERE. A MORE RECENT TACK--TAKEN  
BY THE STUDY MENTIONED ABOVE--POINTS UP THE SOCIOECONOMIC  
VARIANCE BETWEEN THOSE MOST LIKELY AND THOSE LEAST LIKELY  
TO USE BIRTH-CONTROL MEASURES.

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4. DESPITE THE BAN ON ADVERTISEMENT OF ANTIFERTILITY DEVICES THE USE OF THEM HAS BEEN INCREASING, WITH THE PILL IN THE LEAD: ACCORDING TO THE SAME STUDY CITED ABOVE, THE 6 MILLION CYCLES ABSORBED BY THE MARKET IN 1966 ROSE TO APPROXIMATELY 38 MILLION IN 1974; CONDOMS, THE PRODUCT SECOND IN SALES, ARE BEING MANUFACTURED IN BRAZIL AT THE RATE OF APPROXIMATELY 50 MILLION A YEAR, WITH AN ESTIMATED ADDITIONAL 3-6 MILLION BEING ILLEGALLY IMPORTED, AND THEIR CONSUMPTION IS ESTIMATED TO BE INCREASING AT 8-15 PERCENT ANNUALLY. (CREAMS AND SPERMICIDES APPARENTLY HAVE VERY LITTLE MARKET ACCEPTANCE, AND IUD'S ARE PROHIBITED.)

5. THERE IS, THEN, NO NATIONAL FAMILY-PLANNING PROGRAM. THE PRIVATE ORGANIZATION BEMFAM (BEM-ESTAR DA FAMILIA, "WEL-BEING OF THE FAMILY"), SUPPORTED PRINCIPALLY BY THE IPPF, CONDUCTS ACTIVITIES IN MOST MAJOR CITIES AND OFFERS FAMILY PLANNING SERVICES THROUGH ITS OWN CLINICS AND THROUGH CONTRACTS WITH STATE AND MUNICIPAL GOVERNMENTS. THE FEDERAL GOVERNMENT, ALTHOUGH SURELY AWARE OF THESE ACTIVITIES, IN NO WAY INTERFERES WITH THEM. DURING THE ELEVEN YEARS OF ITS EXISTENCE, BEMFAM HAS ALSO SOUGHT TO

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PREPARE OFFICIAL AND PUBLIC OPINION FOR THE ASSUMPTION BY THE FEDERAL GOVERNMENT OF FULL RESPONSIBILITY, INCLUDING FINANCIAL SUPPORT, FOR A NATIONAL FAMILY PLANNING PROGRAM, AND TO THIS END HAS OFFERED SPECIAL SEMINARS FOR CONGRESSMEN, GOVERNMENT OFFICIALS (BOTH CAREER AND ELECTED), HIGHLY-PLACED EDUCATION OFFICIALS, ETC.

6. ONE BEMFAM PROJECT, OPERATING BY CONTRACT WITH THE STATE GOVERNMENT OF RIO GRANDE DO NORTE, HAS PROVIDED 5 YEARS OF CLINIC-BASED SERVICES. ALL 150 COUNTIES (MUNICIPIOS) OF THE STATE ARE SERVED, AND THE LATEST INFORMATION FROM BEMFAM IS THAT 33 PERCENT OF THE STATE'S WOMEN OF CHILD-BEARING AGE ARE BEING REACHED. ALTHOUGH IT IS TOO EARLY TO AFFIRM THAT FERTILITY DECLINE HAS RESULTED, BEMFAM DIRECTOR DR. WALTER RODRIGUES SAYS THERE ARE INDICATIONS IT MAY BE POSSIBLE TO PROVE FERTILITY DECLINE WITHIN A FEW YEARS. BEMFAM'S ACTIVITIES APPEAR TO BE RELATIVELY EFFICIENT AND COST-EFFECTIVE, BUT THEY ARE LIMITED BY LACK OF FUNDS.

7. BRAZIL'S HIGH RATE OF POPULATION GROWTH EXERTS A STRONGLY REPRESSIVE EFFECT ON ECONOMIC GROWTH IN A NUMBER OF WAYS. FIRST, IT LOWERS PER CAPITA INCOME GROWTH. BRAZIL'S AVERAGE ANNUAL GROWTH OF 10 PERCENT A YEAR IN REAL TERMS FROM 1968 TO 1974 AND THE 1975 RATE OF 4 TO 5 PERCENT MUST BE SCALED DOWN NEARLY 3 PERCENT EACH YEAR BECAUSE OF POPULATION GROWTH. SECOND, AS A RESULT OF HIGH POPULATION GROWTH, BRAZIL HAS HAD TO EARMARK A LARGE PERCENTAGE OF SAVINGS FOR HOUSING THAT MIGHT HAVE GONE FOR OTHER FORMS OF INVESTMENT. THESE HOUSING SAVINGS ARE "FORCED" BY GOB POLICIES WHICH REQUIRE EMPLOYERS TO SET ASIDE 8 PERCENT OF THE SALARY OF EACH EMPLOYEE FOR THE FUNDO DE GARANTIA DE TEMPO DE SERVICIO (FGTS). THE FGTS AND THE LARGE GOVERNMENT SAVINGS BANK PUT ALL THEIR INVESTMENTS INTO THE NATIONAL HOUSING FUND. IN ADDITION, REAL ESTATE NOTES ARE ALSO REQUIRED BY LAW TO BE INVESTED IN THE NATIONAL HOUSING FUND TO FINANCE HOUSING CONSTRUCTION. THIRD, BRAZIL HAS HAD TO AND WILL CONTINUE TO HAVE TO DEVOTE A LARGE PERCENTAGE OF RESOURCES TO AGRICULTURAL DEVELOPMENT TO FEED ITS PEOPLE. A RECENT STUDY BY THE BRAZILIAN INSTITUTE OF GEOGRAPHY AND STATISTICS, THE GETULIO FARGAS FOUNDATION, AND THE NATIONAL INSTITUTE OF FOOD AND NUTRITION SHOWS THAT ONLY 30 PERCENT OF THE

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BRAZILIAN POPULATION RECEIVES AN ADEQUATE DIET. THE PROBLEM OF POOR NUTRITION IN BRAZIL, WHICH IS EXACERBATED BY RAPID POPULATION GROWTH, IS AN IMPORTANT FACTOR IN LOW LEVELS OF BRAZILIAN PRODUCTIVITY. FOURTH, WHEAT IS THE MAJOR FOOD IMPORT ITEM OF BRAZIL AND LARGE IMPORTS OF WHEAT HAVE CONTRIBUTED TO BRAZIL'S LARGE BALANCE-OF-PAYMENTS DEFICIT. FIFTH, BRAZIL'S RAPID INCREASE IN POPULATION HAS LED TO

INCREASING DEMANDS FOR MORE AND BETTER EDUCATION, HEALTH, AND SOCIAL SERVICES. SIXTH, RAPID POPULATION GROWTH MAKES MORE DIFFICULT THE GOB'S EFFORTS TO IMPROVE INCOME DISTRIBUTION. IT IS OFTEN FORGOTTEN THAT DISPARITIES IN THE DISTRIBUTION OF INCOME, WHILE A FUNCTION OF A NUMBER OF VARIABLES, IS MORE CLOSELY LINKED TO THE RATE OF POPULATION GROWTH THAN ANY OTHER SINGLE FACTOR. THIS IS THE CASE IN BRAZIL WHERE, AS IN OTHER COUNTRIES, THE LARGEST FAMILIES ARE FOUND PREDOMINANTLY IN THE POOREST GROUPS IN THE POOREST AREAS OF THE COUNTRY WHILE THE SMALLEST FAMILIES (AND THE ONLY REAL FAMILY PLANNING) ARE PRINCIPALLY ENCOUNTERED IN MIDDLE-AND UPPER-CLASS GROUPS IN A FEW RELATIVELY RICH URBAN AREAS. THIS PATTERN IS THE MAJOR CONTRIBUTOR TO THE WIDE DIFFERENCES IN THE SHARES OF NATIONAL INCOME HELD BY THE RICHER GROUPS OF SOCIETY AND THE POORER, AND TO THE CONSEQUENT PRESSURES ON THE GOB TO UNDERTAKE POLICIES TO PROMOTE A BETTER DISTRIBUTION OF INCOME.

8. THE GOB SINCE 1964 HAS BEEN LED BY A GROUP OF POLICY-MAKERS WHO HAVE ENCOURAGED A HIGH RATE OF CAPITAL FORMATION, NEARLY 25 PERCENT A YEAR, WHICH HAS BEEN THE KEY TO THE BRAZILIAN "ECONOMIC MIRACLE." WHETHER THIS RATE CAN CONTINUE IS MOOT BECAUSE OF/ (1) THE PRESSURE TO SATISFY INCREASED DEMANDS FOR CONSUMER GOODS, AT THE EXPENSE OF CAPITAL GOODS, AS THE GOB EXERTS MORE EFFORTS TO IMPROVE INCOME DISTRIBUTION; AND (2) INCREASING RESOURCES DEVOTED TO SATISFY THE DEMAND FOR SOCIAL SERVICES FOR A GROWING POPULATION ALSO AT THE EXPENSE OF INVESTMENT THAT WOULD MORE DIRECTLY INCREASE PER CAPITA PRODUCTIVITY, OUTPUT, AND INCOME.

9. THUS THE IMPACT OF POPULATION GROWTH ON SOCIO-ECONOMIC DEVELOPMENT IS SERIOUS--AND IT SEEMS LIKELY TO GET WORSE. ACCORDING TO THE MOST RECENT STATISTICS AVAILABLE FROM THE BRAZILIAN INSTITUTE OF GEOGRAPHY AND STATISTICS, THE

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NATION'S LABOR FORCE OF SLIGHTLY OVER 41 MILLION COMPARES WITH THE UNDER-10 (YEARS OF AGE) GROUP ESTIMATED AT OVER 31 MILLION. UNEMPLOYMENT NATIONWIDE WAS CALCULATED AT 2.6 PERCENT (INVOLVING ALMOST 1 MILLION PEOPLE), WITH UNDER-EMPLOYMENT, I.E. HARDCORE UNEMPLOYMENT PLUS THOSE WORKING 15 HOURS OR LESS PER WEEK AND UNPAID FAMILY WORKERS IN THE 20-39 YEARS AGE GROUP, WAS MUCH HIGHER AT 7.7 PERCENT. UNPAID FAMILY WORKERS, OVER 90 PERCENT OF THEM IN THE AGRICULTURAL SECTOR, TOTALLED ALMOST 6 MILLION, WHILE OVER 7 MILLION MEMBERS OF THE LABOR FORCE WORKED LESS THAN 40 HOURS PER WEEK. URBAN UNEMPLOYMENT WAS AT 3.9 PERCENT, CONTRASTING WITH THE RURAL UNEMPLOYMENT FIGURE OF 0.6 PERCENT.

10. AS IS OBVIOUS FROM THESE FIGURES, MIGRATION TO THE CITIES IS A PROBLEM, ESPECIALLY IN SAO PAULO, THE NATION'S GREATEST INDUSTRIAL CENTER. SOME HERE CONTEND THAT IN FACT BECAUSE OF THE COMBINATION OF MIGRATION AND BRAZIL'S RELATIVELY HIGH POPULATION GROWTH RATE, SAO PAULO IS THE FASTEST GRWONG CITY IN THE WORLD. WHETHER THIS IS TRUE OR NOT, SAO PAULO IS EVIDENTLY STRAINING TO MEET THE CHALLENGE--AND WE HAVE GOOD INDICATIONS THAT OFFICIAL PROJECTIONS FOR FUTURE GROWTH AND THE EXPANDED FACILITIES NEEDED TO MEET IT INVOLVE SUMS THAT APPEAR LITERALLY INCONCEIVABLE. OTHER CITIES FACE LESS DRAMATIC, BUT STILL OBVIOUSLY TROUBLESOME SITUATIONS, AND URBAN CENTERS--INCLUDING BRASILIA--GENERALLY HAVE THEIR SQUATTER SHANTY-TOWNS.

11. THE ENVIRONMENTAL IMPACT OF POPULATION GROWTH IS MORE A MATTER OF SPECIFICS THAN OF AN OVEALL IMPACT FROM GENERAL OVERPOPULATION: VAST AREAS OF BRAZIL REMAIN, OF COURSE, ESSENTIALLY UNPOPULATED. IN ADDITION, BAD AGRICULTURAL AND INDUSTRIAL PRACTICES ARE PROBABLY, AT LEAST AT THE PRESENT TIME, MORE IMPORTANT ENVIRONMENTAL HAZARDS THAN POPULATION LEVELS. URBAN CROWDING IS, NEVER-THELESS, EXACERBATING SUCH ENVIRONMENTAL PROBLEMS AS AUTOMOBILE (INCLUDING BUSES) POLLUTION AND INADEQUATE SEWER SYSTEMS. ADDITIONALLY, RELIEVING POPULATION PRESSURES IN THE POVERTY-STRICKEN NORTHEAST WAS AN IMPORTANT REASON LFOR THE PROGRAM OF SETTLING FARMERS IN ORGANIZED  
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COMMUNITIES IN NEWLY OPENED LANDS IN THE AMAZON REGION. THE PROGRAM HAS FOUNDERED, APPARENTLY FOR VARIOUS REASONS WHICH INCLUDED ADMINISTRATIVE AND FINANCIAL DIFFICULTIES AND INSUFFICIENT INTEREST AMONG THE PUTATIVE BENEFICIARIES. AT THE SAME TIME THERE AROSE AN INCREASED AWARENESS OF DAMAGE THAT COULD BE DONE BY AGRICULTURAL COLONIZATION NOT CAREFULLY CONTROLLED.

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P R 111200Z MAR 76

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12. ON THIS SUBJECT THERE IS EXTENSIVE LITERATURE. MUCH OF IT ASSERTS THAT THE SETTLEMENT AND CULTIVATION OF THE AMAZON REGION, WHERE TOP SOILS ARE THIN AND LOW IN ORGANIC CONTENT, WOULD LEAD TO LARGE SOIL DETERIORATION, ALTER THE NATURAL FLOW OF THE RIVER SYSTEM, AND, BY REDUCING THE WORLD'S LARGEST CONCENTRATION OF VEGETATION, IMPAIR THE NECESSARY REPLENISHMENT OF OXYGEN IN THE EARTH'S ATMOSPHERE.

13. TO SOME EXTENT BRAZIL'S RAPID POPULATION GROWTH HAS ALREADY IMPINGED ON ITS RELATIONS WITH ITS NEIGHBORS. BRAZIL'S RAPID GROWTH RATE HAS CONTRIBUTED TO ITS MAGE AMONG ITS NEIGHBORS, SUCH AS ARGENTINA OR GUYANA, AS A POTENTIAL EXPANSIONIST POWER WHOSE BURGEONING POPULATION WILL ULTIMATELY SPILL OVER INTO THE RELATIVLY VACANT BORDER BACKLANDS OF ITS NEIGHBORS. SOME ARGENTINES SEE THIS PROCESS ALREADY AT WORK IN ARGENTINA'S SPARSELY POPULATED NORTHEAST PROKVINCES ADJACENT TO BRAZIL'S TEEMING SOUTH, WHERE THEY NOTE A STEADY INCREASE OF BRAZILIAN SETTLERS AND BRAZILIAN CULTURAL INFLUENCE. SUCH CONCERN STIMULATE AT LEAST CONSIDERATION OF PROPOSALS FOR GREATER DEFENSE AND BORDER SECURITY MEASURES AMONG NEIGHBORING STATES, PROJECTS  
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TO SETTLE PREEMPTIVELY THE BORER AREAS, OVER EVEN MEASURES TO STIMULATE OVERALL POPULATION GROWTH. WHILE THERE IS LITTLE EVIDENCE THAT BRAZIL AS A NATION HAS DELIBERATE EXPANSIONIST INTENTIONS, A RISING NUMBER OF INDIVIDUAL LAND-HUNGRY SETTLERS ARE NO DOUBT ATTRACTED TO WHAT THEY SEE AS INVITINGLY EMPTY SPACES JUST BEYOND THE FRONTIER.

14. WITH REGARD TO DOMESTIC SOCIAL AND POLITICAL REPER-



CUSSIONS, BRAZIL IS NOW AN AUTHORITARIAN SOCIETY  
PROFESSEDLY IN SEARCH OF A FORMULA FOR RETURNING TO MORE  
DEMOCRATIC NORMS. THIS SEARCH IS COMPLICATED BY THE RAPID  
GROWTH IN THE PERCENTAGE OF THE POPULATION THAT IS  
POLITICALLY ACTIVE--ESSENTIALLY YOUNGER BRAZILIANS.  
NATIONAL LEADERS THUS FACE THE TASK OF RECONCILING INCREASED  
PARTICIPATION WITH CONTINUED STABILITY AT A TIME WHEN THE  
POLITY ITSELF IS BALLOONING--MAINLY IN THE YOUTH SECTOR WHERE  
EXPECTATIONS AND IMPATIENCE ARE GREATEST.

15. RAPID POPULATION GROWTH IN THE CITIES HAS ALREADY  
CONTRIBUTED TO MOUNTING YOUTH UNEMPLOYMENT, AND RISING CRIME  
RATES. IF URBAN GROWTH CONTINUES AS EXTRAPOLATED, WE CAN  
ONLY ASSUME THAT THESE TRENDS WILL INTENSIFY AS SOCIAL  
SERVICES AND EDUCATIONAL AND EMPLOYMENT OPPORTUNITIES  
FALL FARTHER BEHIND THE DEMAND. THE IMPLICATIONS FOR THE  
POSSIBILITY OF RETURNING TO DEMOCRATIC RULE ARE OBVIOUS.

16. AS NOTED ABOVE, THE ONLY FAMILY-PLANNING PROGRAM  
OPERATING IN BRAZIL IS BEMFAM, WHICH IS LARGELY SUPPORTED  
BY IPPF. THE US HAS NO BILATERAL POPULATION PROGRAM IN  
BRAZIL, AND AS FAR AS WE KNOW THERE ARE NO DONOR-CONSORTIUM-  
SUPPORTED PROGRAMS. IN VIEW OF THIS AND BEARING IN MIND THE  
SENSITIVITY THAT CONTINUES TO SURROUND THE  
MATTER OF INTERNATIONAL INTEREST IN POPULATION CONTROL IN  
BRAZIL, WE BELIEVE THAT THE USG SHOULD DISCREETLY CONTINUE,  
AND IF POSSIBLE INCREASE, ITS SUPPORT FOR BEMFAM THROUGH  
INTERNATIONAL ORGANIZATIONS SUCH AS THE IPPF.

17. THE USG, HOWEVER, MUST CONTINUE TO BE AWARE THAT  
DIRECT INVOLVEMENT IN BRAZILIAN POPULATION PROGRAMS  
WOULD BE COUNTER-PRODUCTIVE, IN VIEW OF ISSUE'S SENSITIVITY  
AND LINGERING SUSPICIONS OF US MOTIVES. ATTITUDES TOWARD  
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POPULATION PROGRAMS ARE NOW BEING EXAMINED CRITICALLY IN  
CONTINUING DEBATE AT ALL LEVELS OF THE GOVERNMENT. WHILE THE  
US CANNOT OBVIOUSLY OPENLY TAKE SIDES, IT CAN CONTRIBUTE TO  
THE HEALTHY EVOLUTION OF THIS DEBATE THROUGH JUDICIOUS  
AND CAREFULLY MONITORED USE OF ITS INFORMATION AND EXCHANGE PROGRAMS.

18. NATIONAL HEALTH PROGRAMS DO NOT CONTAIN FAMILY-PLANNING  
ELEMENTS, NOR DOES AID'S "INTEGRATED HEALTH DELIVERY SYSTEMS"  
LOAN. WHEN THE BRAZILIAN GOVERNMENT DOES COME TO SUPPORT A  
FAMILY-PLANNING PROGRAM, IT WILL UNDOUBTEDLY BE LINKED TO  
HEALTH PROGRAMS AND BE DEPENDENT ON AN EFFICIENT HEALTH  
DELIVERY SYSTEM. WE THEREFORE SUGGEST THAT AN EFFORT BE MADE  
TO ENCOURAGE MULTILATERAL AID DONORS TO DEVELOP PROGRAMS OF  
ASSISTANCE TO STRENGTHEN THE HEALTH DELIVERY INFRA-STRUCTURE  
IN BRAZIL, PERHAPS THROUGH FOLLOW-ON PROGRAMS TO THE AID

LOAN MENTIONED ABOVE.

19. FINALLY, THE US SHOULD TAKE THE LEAD WITHIN THE UN IN SEEKING A WORLD CONFERENCE, OR REGIONAL CONFERENCE, TO EVALUATE WHAT HAS BEEN DONE TO IMPLEMENT THE RECOMMENDATIONS OF BUCHAREST--MANY OF WHICH BRAZIL ACCEPTED BUT HAS SUBSEQUENTLY DISREGARDED. A REGIONAL LATIN AMERICAN CONFERENCE OF THIS NATURE COULD PROVIDE AN OPPORTUNITY FOR STATES THAT HAVE SWUNG FROM A PASSIVE TO ACTIVE POPULATION POLICY, MUCH AS VENEZUELA OR MEXICO, TO SHARE THEIR EXPERIENCE WITH BRAZIL, WHICH REMAINS COMMITTED TO A PASSIVE POLICY.  
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## Message Attributes

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**Review Comment:** n/a  
**Review Content Flags:**  
**Review Date:** 03 MAY 2004  
**Review Event:**  
**Review Exemptions:** n/a  
**Review History:** RELEASED <03 MAY 2004 by woolflhd>; APPROVED <31 AUG 2004 by izenbei0>  
**Review Markings:**

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**Review Media Identifier:**  
**Review Referrals:** n/a  
**Review Release Date:** n/a  
**Review Release Event:** n/a  
**Review Transfer Date:**  
**Review Withdrawn Fields:** n/a  
**Secure:** OPEN  
**Status:** NATIVE  
**Subject:** IMPLICATIONS OF WORLDWIDE POPULATION GROWTH FOR UNITED STATES  
**TAGS:** SPOP, PFOR, BR, US  
**To:** STATE  
**Type:** TE  
**Markings:** Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 04 MAY 2006